



H U N G E R

I N I O W A

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The first Hunger in Iowa Report was prepared in 2001, by Susan Roberts as a Legislative Intern for Representative Jack Hatch in conjunction with the Drake University Agricultural Law Center. The 2003 Hunger in Iowa Report was also written by Ms. Roberts in conjunction with the Drake Agricultural Law Center. This 2007 Hunger Report was written by Ms. Roberts and Erin Feld in conjunction with the Drake Agricultural Law Center.

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EXECUTIVE SUMMARY

The vast majority of households in Iowa are food secure. Yet, even in Iowa, the bread basket of the world, the most recent data shows over **132,000** households (up from 112,000 households in 2003) are food insecure, and of these households, over **42,280** households (up from 23,500 in 2003) have at least one member that goes hungry at times. This adds up to over 421,000 Iowans who do not have enough food to eat at times.

Faced with limited resources, “one out of six Americans turns to government food assistance programs to achieve a measure of food security.” Other Americans respond to food insecurity by skipping meals, substituting less expensive, less nutritious alternatives, or seeking emergency food from soup kitchens or food pantries. They worry nearly all the time about money running out to buy food for the children. They survive on low-cost pasta, potatoes and fat. Iowan’s respond no differently.

“I myself often times don’t eat to make sure there’s enough for the kids. That’s a way to make it stretch further. During the summer it’s really tough where you have three meals to provide for \$1.50 per person.”

Denise, caretaker of 5 grandchildren

In 2006 the U.S. Conference of Mayors Task Force on Hunger and Homelessness surveyed 23 cities nationwide, including Des Moines, on the status of hunger and homelessness. Major causes of hunger in Des Moines were:

- Unemployment and other employment related problems
- High housing costs
- Utility cost

A study of WIC participants in 2003 showed 43% of the WIC population food insecure even on the WIC program. In addition, as food insecurity increased so did body weight.

Iowa State University researchers studied 2 rural and 2 urban counties and found important information about the food insecure in Iowa. For example:

- Paying bills (i.e., rent, utilities, prescription drugs) takes precedence over food.
- It is more important to make sure children’s have enough food rather than looking at nutrition.
- 32% report that often their food does not last and 62% report cutting or skipping meals.

New research in Polk County has found food access disparities by mapping grocery stores in comparison to poverty status and race using Geographical Information System (GIS) mapping. Areas in Polk County with > 20% of the population living in poverty or less that 75% of the population classified as White do not have access to a supermarket.



The environment in which hunger exists includes poverty and unemployment. Poverty rates in Iowa have increased from 8.9% in 2003 to 11.3 % in 2005, while unemployment rates have remained static. It would be expected that food insecurity and hunger would be increasing as they are in this environment.

Our community food systems and their encompassing issues must be recognized and addressed in order to understand and win the battle to end hunger in Iowa. Food is an Iowa legacy. It is an essential of life. It is unique. It connects Iowans to each other, to the land, to health, and to social, economic and ecological issues. It is food that provides a critical link in building 'healthy Iowans' who will make 'healthy communities' and ultimately a 'healthy Iowa.'

GOVERNMENTAL FOOD ASSISTANCE PROGRAMS

Food Assistance Program – The importance of the food assistance program (formerly the food stamp program) is shown by a recent study which found that approximately half (49.2%) of all American children will have received food stamps by the time they reach 20. In addition, 51% of adults will participate in the program at some time during their working life, between the ages of 20 and 65.

In 2006, Iowa served over 225,000 individuals/month, an increase from 140,000/month in 2002. This brings in over \$250,000,000 to the Iowa economy. This increase in participation is due to both increased need and to important efforts by the Iowa program administered by the Iowa Department of Human Services which has implemented the Electronic Benefit Transfer (EBT) System across the state and at farmer's markets, simplified the application process, and expanded outreach among many other efforts.

WIC Program – provides select food for pregnant, breastfeeding women, infants and young children. In Iowa, 40% of all infants born are on the program.

National School Food Programs – One-third of the children who receive a school lunch in Iowa receive a free or reduced priced lunch. This lunch is providing nutritious foods to many for whom this is the best meal of their day. However, issues remain:



- The school breakfast program serves only 1/3 of the students who receive a free or reduced lunch ranking Iowa 41st in the US.
- The summer food program also ranks 41st (up from 47th) and reaches only 9% of those who receive free and reduced lunch during the school year even though 66 counties (up from 53) have areas which qualify with over 50% of children meeting poverty guidelines.

Nutrition Services Incentive Program (Elderly Nutrition Programs) – Iowa serves almost 4,000,000 meals at congregate sites and through home delivery to seniors. The cost of providing meals for one entire year is about the same as 1 day of care in the hospital.

Farmers Market Nutrition Programs – provide low-income seniors and WIC participants with coupons (\$28 value) to use at farmer's markets during the summer. This is an extremely popular program, but has seen declining participation numbers because less money is being appropriated by Congress.

PRIVATE EMERGENCY FOOD ASSISTANCE

There are over 500 missions and shelters, food pantries, soup kitchens, and other services which provide food to the hungry in Iowa. Emergency food providers generally receive food to feed those in need through 3 food banks in Iowa which channel commodity food from USDA and from industry.



INTRODUCTION

Hunger amidst plenty is a profound contradiction of our age. Food security is fundamental to individual human dignity, growth, and survival.¹

The vast majority of households in Iowa are food secure. Yet, even in Iowa, the bread basket of the world, the most recent data shows almost 132,000 households are food insecure, and of these households 42,280 have at least one member that goes hungry at times.²

This “paradox of hunger amidst plenty is a threat to our nation’s prosperity and affront to our collective well-being. Adlai Stevenson once said, ‘A hungry man is not a free man.’ The effort to end hunger ... represents the best of who we are and the standard by which we must measure the health of our society.”³

Faced with limited resources, “one out of six Americans turns to government food assistance programs to achieve a measure of food security.”⁴ Other Americans respond to food insecurity by skipping meals, substituting less expensive, less nutritious alternatives, or

seeking emergency food from soup kitchens or food pantries. They worry about money running out to buy food for the children. They survive on low-cost pasta, potatoes and fat. Food insecure Iowan’s respond no differently.

Food is a basic human need, yet many are struggling to keep their bellies filled. This reality is a compelling public policy issue for the world community, for people of the United States, and for Iowans. Improving access for all community members to a safe, affordable, nutritious, and culturally appropriate diet is a compelling goal.

This goal has been addressed in various venues. At the United Nations World Food Summit in 1996, the world community through the Rome Declaration pledged to reduce the number of undernourished people in the world 50% by the year 2015.⁵ Following the Rome Declaration, the United States took a bolder step and pledged to reduce U.S. food insecurity 50% by the year 2010.⁶ In Healthy Iowans 2010, Iowans set a goal to reduce the incidence of food insecurity in Iowa to 5%.⁷

Iowa’s Hunger

132,000 households are food insecure
42,280 households are food insecure with hunger
421,350 individuals are food insecure

2007 is the midpoint of the goal to decrease the number of undernourished people in the world.⁸ Sadly, little progress has been made.⁹ To meet the goal of the Rome Declaration, the number of undernourished people in the world would have to decrease by 31 million every year until 2015. According to Jacques Diouf, the general-director of the United Nations Food and Agriculture Organization (FAO), the number of hungry people has actually increased at a rate of 4 million people per year (since 1996).¹⁰ The United States is making progress as a percent of the total population, but very little. In 1995, 11.9% (11.9 million) of United States households were food insecure.¹¹ In 2005, 11% (12.6 million) of U.S. households remain food insecure.¹² Iowa has fared poorly, with the number of food insecure households in Iowa rising from 8% in 1996 to 10.9% of households experiencing food insecurity in 2005.¹³ Iowa will have to reduce food insecurity at a rate of 1.7% each year to accomplish the Healthy Iowans 2010 goal.

Two Dimensions of Food Security - Household food security and community food security - have evolved over the last decade as researchers study the phenomenon of hungry people.¹⁴

Household Food Security has been defined, and census data collected and analyzed, by a collaboration of Federal agencies since 1995.¹⁵ In this year's report, the United States Department of Agriculture (USDA) has introduced new terms to describe the ranges of food insecurity.¹⁶

'Food insecurity without hunger' is now 'low food security.'

'Food insecurity with hunger' is now 'very low food security.'

These new definitions were introduced in response to recommendations by an expert panel convened at USDA's request.¹⁷ Even though these new labels are being used, the methods to assess households' food security have remained unchanged, so data is comparable to previous years.¹⁸

Community Food Security is a newer concept which looks at the entire community, not just the household. Community food security is concerned with the underlying social, economic, and institutional factors within a community that affect the quantity, quality and accessibility of food.¹⁹ Policies and programs implemented to improve community food security address a diverse range of issues such as access and participation in Federal food assistance programs, economic opportunity and job security, ecologically sustainable agricultural production, direct food marketing, diet-related health problems, and emergency food assistance access.²⁰ Community food security data is generally collected locally.

Our community food systems and their encompassing issues must be recognized and addressed in order to understand and win the battle to end hunger in Iowa. Food is an Iowa legacy. It is an essential of life. It is unique. It connects Iowans to each other, to the land, to health, and to social, economic and ecological issues. It is food that provides a critical link in building 'healthy Iowans' who will make 'healthy communities' and ultimately a 'healthy Iowa.'

Ultimately, our end goal is a food secure community in which all people at all times have access to a culturally acceptable, nutritionally adequate, safe diet through non-emergency food sources.

Household Food Security

FOOD SECURITY - access by all people at all times to enough food for an active, healthy life. Food security includes at a minimum: 1) the ready availability of nutritionally adequate and safe foods, and 2) an assured ability to acquire acceptable foods in socially acceptable ways (e.g., without resorting to emergency food supplies, scavenging, stealing or other coping strategies).

LOW FOOD SECURITY (formerly food insecurity without hunger) - limited or uncertain availability of nutritionally adequate and safe foods or limited or uncertain ability to acquire acceptable foods in socially acceptable ways.

VERY LOW FOOD SECURITY (formerly food insecurity with hunger) - the uneasy or painful sensation caused by a lack of food. It is the recurrent and involuntary lack of access to food.

Community Food Security

Communities may be considered food insecure if:

- There are inadequate resources from which people can purchase foods.
- The available food purchasing resources are not accessible to all community members.
- The food available is not sufficient in quantity or variety, such as when a convenience store is the only grocery.
- There are health problems, such as obesity, associated with inadequate access to nutritious foods.
- The food available is not competitively priced and thus not affordable to everyone.
- There are no local food production resources such as farmers' producing vegetables, dairy and meat for the community or community gardens.
- There is no support for local, ecologically sustainable food production.
- There is household food insecurity within the community.

PUTTING A FACE ON HUNGER IN IOWA

Despite Iowa having some of the richest natural resources in the world to produce food, there are Iowans who are still hungry. In addition, there are many Iowans who have poor nutritional status, resulting in poor health, from both under-eating (i.e., not enough vegetables in diet) and over-eating (i.e., too much soda in diet). Having enough health promoting foods to eat for every Iowan must be the goal.

FOOD INSECURITY IN IOWA

The percent of food insecure households and food insecure households with hunger are shown for years 1996-1998, 2000-2002, and 2003-2005²¹ in Figure 1.

Food security data is collected by the census bureau with in-home interviews.²² To look at major trends and to show statistical significance, the data is averaged over three years.²³ The most recent data from 2003-2005 reveal a consistent upward trend in the prevalence of food insecurity and hunger in Iowa.²⁴

An important aspect of food insecurity is to analyze the demographics of households. The prevalence of food insecurity varies consider-

Food Insecure Households (%) in Iowa

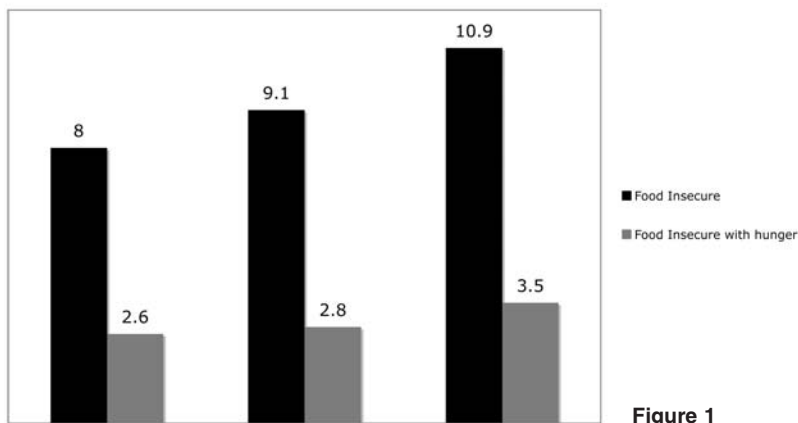


Figure 1

**Characteristics of Households with Food Insecurity
2001 vs. 2005**

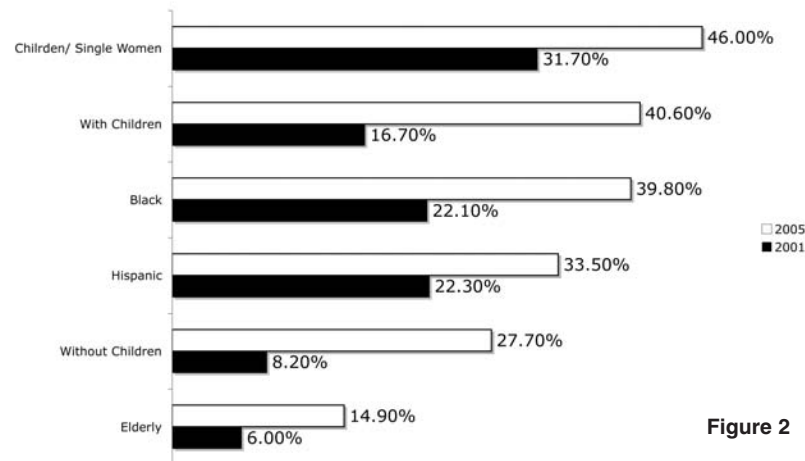


Figure 2

ably depending on the type of household. The most recent national data (which we can extrapolate to Iowa), shown in Figure 2, reveal rates of food insecurity for specific types of households in 2005²⁵ and compares it to data from 2001.²⁶

The data show drastic increases in food insecurity and hunger for all household characteristic categories over this 4 year period from 2001 to 2005.



Iowa WIC Survey — Food Security

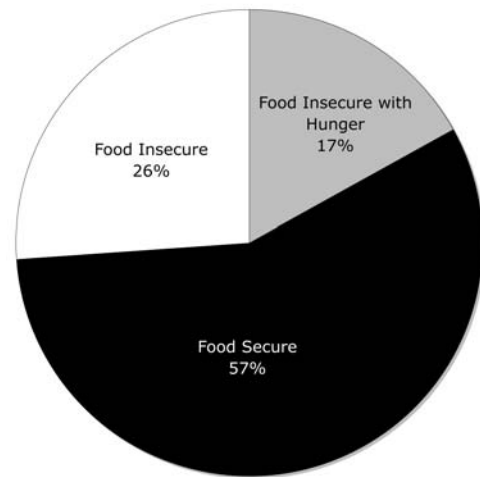


Figure 3

Iowa WIC Survey — Yearly Income

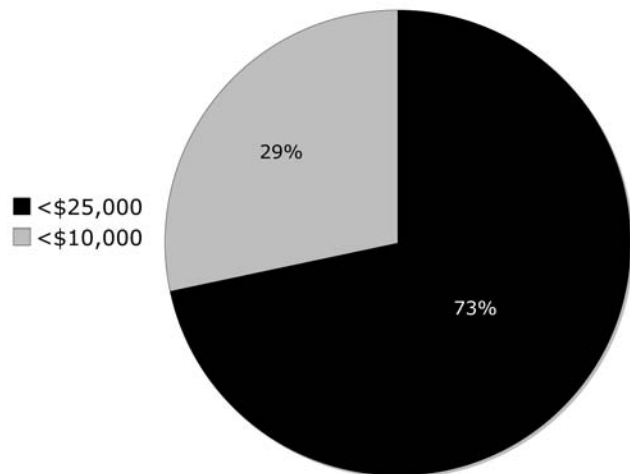


Figure 4

FOOD INSECURITY IN IOWA WIC PROGRAM POPULATION
The Iowa Special Supplemental Nutrition Program for Women, Infants and Children (WIC) conducts periodic surveys to determine the degree of food insecurity among Iowa WIC participants.²⁷ The most recent was collected in 2003. Designed to improve the health of low-income, nutritionally at risk infants, children up to age five, and pregnant, postpartum and breastfeeding women, Iowa WIC provides foods to over 67,000 women, infants, and children in Iowa each month.²⁸

As shown in Figure 3, the 2003 Iowa WIC food security survey found 43% of WIC participants were food insecure, of which 26.3% were food insecure without hunger and 17.4% were food insecure with hunger.²⁹

Of the 3018 participants, over 73% made less than \$25,000 per year and 29.1% made less than \$10,000 per year as shown in Figure 4.³⁰ Not only was this WIC population experiencing food insecurity, but a large percentage (57%) was overweight or obese as shown in Figure 5.³¹ This is the paradox of hunger likely due to the fact the food insecurity leads to eating fewer health promoting foods because of their expense.

Iowa WIC Survey — BMI

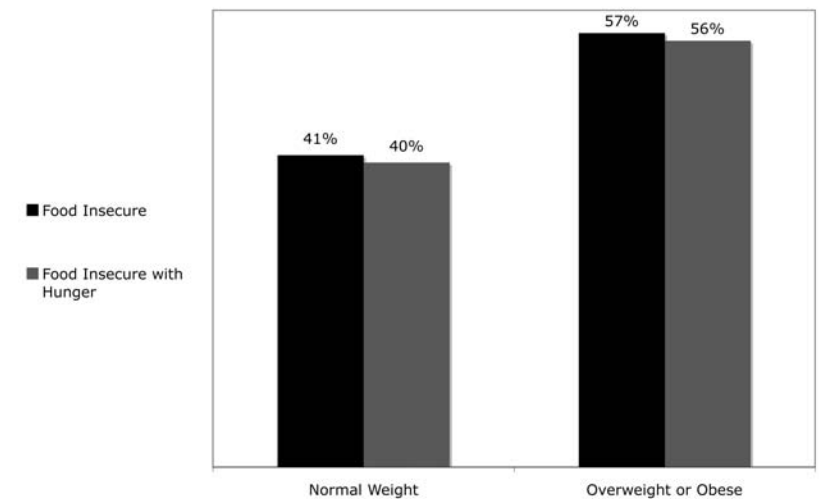


Figure 5



HUNGER IN DES MOINES AND POLK COUNTY

In 2006 the U.S. Conference of Mayors Task Force on Hunger and Homelessness surveyed 23 cities nationwide on the status of hunger and homelessness.³² Des Moines, IA was one of the 23 cities.³³ The survey sought information and estimates from each city on a number of hunger related topics.³⁴

Causes of Hunger in Des Moines

- Unemployment and other employment related problems
- High housing costs
- Utility costs³⁵

Emergency Food Assistance Request by Families in Des Moines

- There was a 24% increase in children 0-3 years of age, an 11% increase in children 4-5 years of age, and an 8% increase in children 6-11 years of age.³⁶
- Families and individuals are relying on emergency food assistance facilities both in emergencies and as a steady source of food over long periods of time.³⁷

Level of Resources Available to Emergency Food Assistance Facilities

- Des Moines reported an increase in requests for emergency food assistance, yet the level of donations has stayed the same.³⁸
- On some occasions, quantity of food provided had to be decreased because of low supply.³⁹

Quality of Food in Des Moines

- The quality of emergency food assistance was considered good; yet foods like fruits and vegetables are only in nonperishable (canned) forms.⁴⁰

Exemplary Programs

- The Des Moines Public Schools Summer Food Service Program provides free meals to all children 18 years of age or under residing in the areas served by the Des Moines Public Schools. This program addresses the need for nutritional meals during the summer when school is not in session. There are 29 locations in Des Moines, some serving both breakfast and lunch.⁴¹
- The Community Gardening Coalition, through the Parks and Recreation Department has built 120 raised-bed gardens in six low-income neighborhoods with the major goal of increasing self-sufficiency. They have also planted fruit tree orchards and edible landscapes at central city neighborhood-based institutions.⁴²

Researchers from Iowa State University selected food pantries in Polk County to survey for food insecurity and health issues in March and April of 2004.⁴³ Their survey found⁴⁴:

- 88% of survey participants reported food insecurity
 - 28% reported food insecurity without hunger
 - 60% reported food insecurity with hunger.
- 55% of survey participants reported there was sometimes or often not enough food in the household.
- 90% of survey participants reported that sometimes or often the food bought did not last and that there was no money to get more food.
- 70% of the survey households included one or more adult(s) who cut meal sizes or skipped meals in the last 12 months because there was not enough money for food.
 - For half of these respondents, it happened almost every month.
- 40% of survey participants reported their health was either fair or poor.

HUNGER IN RURAL AND URBAN IOWA COUNTIES

In similar, earlier work to that in Polk County, researchers at Iowa State University studied household and community food security using focus groups and surveys in two rural (Decatur and Monroe) and two urban (Polk and Scott) Iowa counties.⁴⁵ A sample of common issues found in focus groups:⁴⁶

- Paying for rent, utilities and drugs takes precedence over buying food.
- Eating less food, less fresh fruit and vegetables, less meat, or lower quality food than desired occurs because of limited resources.
- Participating in the Food Assistance Program (Food Stamp Program) is prevented by elderly pride and perceptions they do not qualify.
- Using public transportation is inconvenient and expensive.
- Traveling across town or out of town and shopping at multiple stores in order to purchase food at the most affordable prices is common. Social support (i.e., food, transportation) from family, friends, and churches is key to helping household food security.
- Ensuring fullness in children is more important than is providing a “healthy diet.”
- Educating about nutrition influences family food purchases and meal planning, and strengthens parents’ ability to feed their families.

IOWA FOOD PANTRY USERS

62% cut or
skip meals

43% used pantries
> 4 times last year

33% received
food stamps

In surveys of 569 food pantry users, the researchers found:⁴⁷

- 32% reported their food *often* did not last the month
- 57% reported their food *sometimes* did not last
- 23% reported they *often* could not afford a balanced meal
- 58% reported they *sometimes* could not afford a balanced meal
- 62% reported cutting or skipping meals
- 43% used food pantries 4 or more times in the last year
- Only 33% of respondents currently received food stamp benefits

HUNGER IN BLACK HAWK COUNTY

A group of public and nonprofit food and nutrition education service providers in Black Hawk County came together to form the Black Hawk County Food Security Alliance.⁴⁸ Their focus was to⁴⁹:

- Profile the food safety net,
- Target Specific Populations, and
- Implement ways to better provide food to food insecure people in Black Hawk County.

In support of these goals, the Study Group used GIS mapping technology to track food insecurity and current services. GIS mapping was chosen to visually depict where services exist, where service gaps are present, and where services are duplicated. With the assistance of a GIS professional, the group has produced more than forty maps detailing Emergency Food Access, Provider Characteristics, Site Volume, Participation Rates, Caseload Management, and Zip Code data. Figure 6 represents the dispersal of Cedar Valley Food Pantry clients and food insecurity throughout the county.

Black Hawk County Food Security Study Group key findings⁵⁰:

- Black Hawk County has poor economic indicators relative to the state.
- The food security safety net is active.
- Families with school-age children are struggling.
- Waterloo service locations are present, but inconsistent.



Northeast Iowa Food Bank's Cedar Valley Pantry Food Service in Black Hawk County by Zip Code

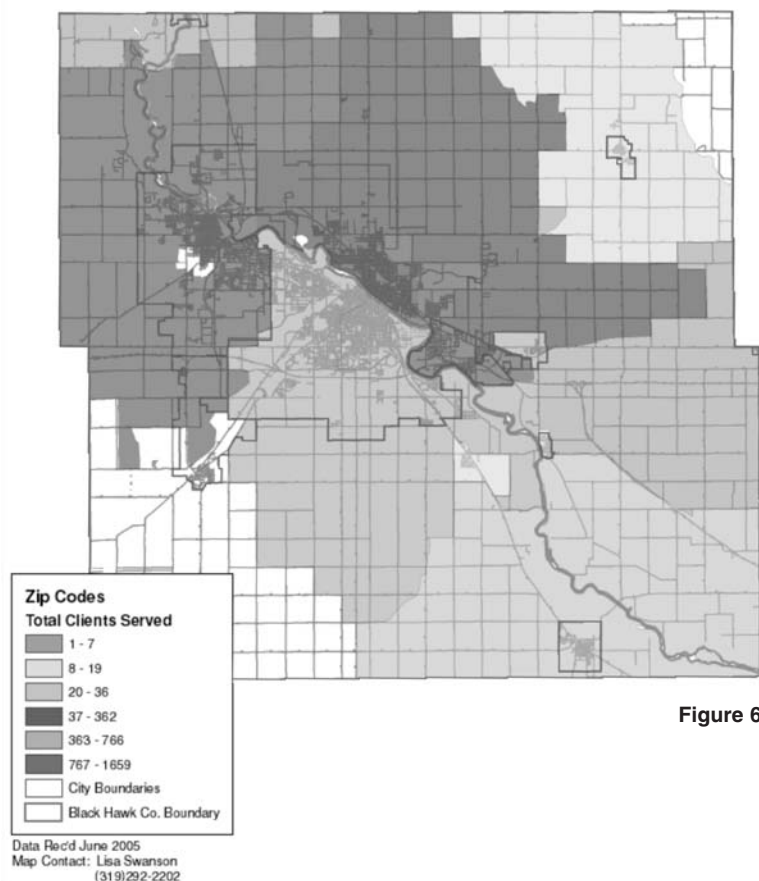


Figure 6

THE HUNGER ENVIRONMENT IN IOWA

Hunger in Iowa cannot be addressed without also looking at poverty⁵¹ and unemployment in Iowa. These issues form the environment around which hunger issues evolve. Figure 7 shows the status of Iowa's poverty rate for 2000-2002⁵² and 2003-2005⁵³ as well as the unemployment rate over the same years.⁵⁴

This data clearly reflect the steady incline in Iowa poverty, while unemployment has recently experienced a slight downward trend. It would be expected that food insecurity and hunger would be

Iowa Poverty and Unemployment (%)

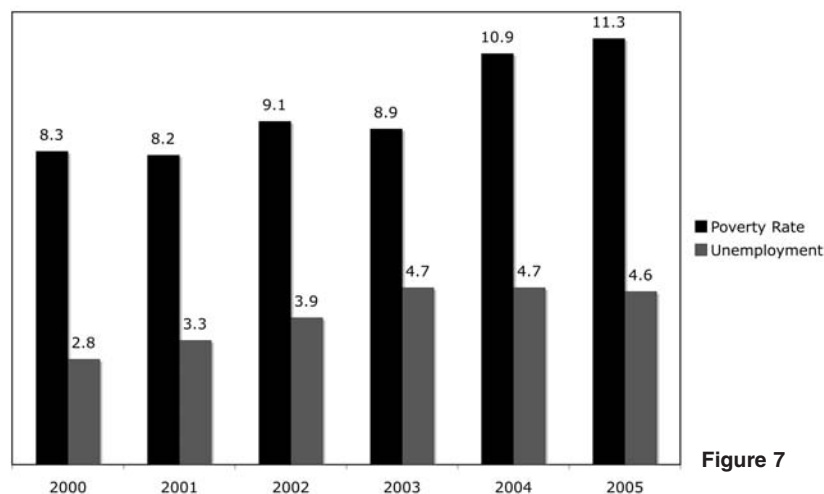


Figure 7

increasing in Iowa within this environment, which is borne out in the Iowa data presented previously.

Also important in this environment, is the fact that major changes were made to federal and state welfare programs in the 1990s. In 1996, with the welfare law - Personal Responsibility and Work Opportunity Reconciliation Act of 1996, the United States Congress set out "to reinvent the welfare system — or, as President Clinton put it, 'to end welfare as we know it'."⁵⁵ This action dropped the caseloads on welfare by half nationally.⁵⁶ These actions had already begun in Iowa and were affecting the hunger environment.

In 1993, under waivers from the federal government, Iowa replaced the cash assistance program, Aid to Families with Dependent Children, with the Family Investment Program (FIP).⁵⁷ Implementation of federal welfare reform legislation in 1997 required relatively few changes in Iowa's FIP program, which is administered by the Iowa Department of Human Services. The long-term goal of FIP is to help families become self-sufficient. To achieve this goal, the program relies on strict work requirements; consequences for failing to meet those requirements; financial incentives; other policies to make work pay; and a 60-month time limit on the receipt of cash assistance.⁵⁸

By December 2000, the FIP caseload in Iowa had dropped 50% from a high of almost 40,000 cases (1994) to 20,000 cases. This caseload has continued to drop as have the dollars devoted to low income families in FIP as shown in Table 1.

TABLE 1. IOWA FIP/TANF DATA

	FY 1994	FY 2000	FY 2002	FY 2004	FY 2006
Ave Caseload/mo	38,731	20,272	20,223	20,090	18,560
State \$	61,650,982	36,779,947	38,148,968	*	*
Federal \$	105,852,377	42,074,545	41,668,958	79,880,752	73,891,784

* Federal and State \$ were not able to be separated, Federal \$ shows both state and federal spending.⁵⁹

In studying this drop, researchers found:⁶⁰

- Almost 60% of families chose to leave FIP on their own.
- 14% left FIP because they felt they could not comply with program requirements.
- 70% were able to remain off cash assistance for 8-12 months; 30% were not able to remain off cash assistance.
- 25% who had worked at the time of or soon after leaving FIP were no longer working 8-12 months later.
- Many families that appear eligible for the Medicaid, Food Assistance, and Child Care Assistance programs after leaving FIP did not participate in them, because of uncertainty about their eligibility or about the requirements for determining their eligibility.
- 85% relied on support from family members, friends, and neighbors to make ends meet after leaving FIP.



THE FOOD ENVIRONMENT IN RURAL IOWA

Researchers at Iowa State University examined how household- and community-level factors relate to food insecurity in two rural counties in Iowa.⁶¹ They found that the “local food environment has a strong impact on household food security.”⁶²

The strength of the local food system, transportation infrastructure and the social support that rural people experience are important factors that rural regions must address in order to resolve the difficult issue of insufficient food resources for elderly and low income households.⁶³

This is particularly a concern with rural aging populations that are less mobile and increasingly isolated.

They found food insecurity increased if:⁶⁴

- food stores in the area were perceived to have high food prices
- the community does not have enough stores
- households lived within city limits of the rural communities
- households had greater transportation problems
- households provided food to other groups

It appears that some households counteract the local food environment by shopping outside the county. Those households that did this were less likely to be food insecure.

THE FOOD ENVIRONMENT AND ACCESS IN POLK COUNTY

National and Iowa research that shows obesity is more prevalent in minority groups with low income and low education has led researchers to focus on the social and environmental factors that influence dietary intakes.^{65,66,67}

The strength of the local food system, transportation infrastructure and the social support that rural people experience are important factors that rural regions must address in order to resolve the difficult issue of insufficient food resources for elderly and low income households.⁶³

Without access to healthy food choices, individuals cannot make positive changes in their diets to reduce chronic disease and improve their health.⁷⁵

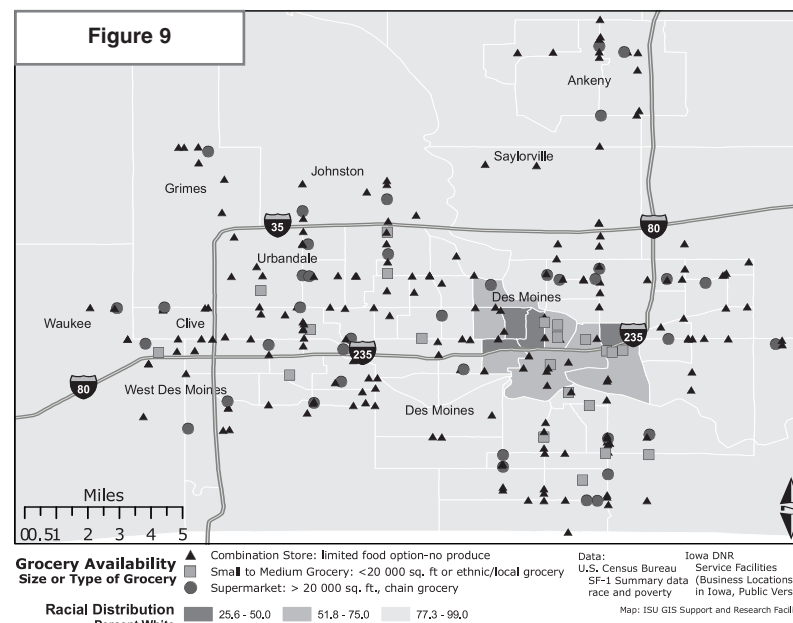
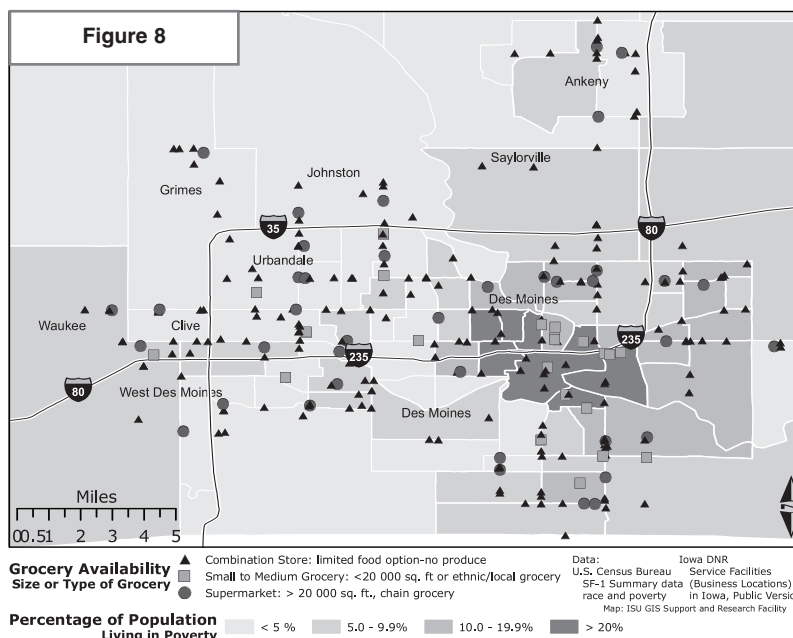
For example, low-income areas frequently have fewer large chain supermarkets and more small grocery stores, convenience stores, and liquor stores.^{68,69} The availability of chain supermarkets in African American neighborhoods is 52% of that in White neighborhoods and Hispanic neighborhoods have 32% as many chain supermarkets compared to non-Hispanic neighborhoods.⁷⁰

Also important in this equation is that studies show a positive correlation between the consumption of fruits and vegetables and the location of grocery stores.^{71,72} Additionally, a positive association exists between what people eat and their access to healthy foods in the supermarket.^{73,74}

Without access to healthy food choices, individuals cannot make positive changes in their diets to reduce chronic disease and improve their health.⁷⁵

To determine if food access disparities exist in Polk County, types of grocery stores were mapped in comparison to poverty status and race using Geographical Information System (GIS) mapping.⁷⁶ Figure 8 shows that the areas in Polk County with >20% of the population living in poverty do not have access to a supermarket and have access to three times as many convenience stores as small to medium grocery stores. Figure 9 shows that areas with less than 25–50% of the population classified as White do not have access to a supermarket or any small to medium grocery stores, but do have access to 24 convenience stores.

These results show that the Des Moines area suffers from disparities in food access based on income and race. Changes to the food environment are needed before the groups will have access to safe and healthy food choices in order to employ healthful dietary recommendations to reduce chronic diseases. There is a need in Polk County and Iowa to ensure a healthy food environment for all Iowans.



PROGRAMS WORKING TO END HUNGER

GOVERNMENTAL

FOOD STAMPS

49% of all children will use food stamps by age 20.

51% of adults will use food stamps by age 65.

THE IOWA FOOD ASSISTANCE PROGRAM

The Iowa Food Assistance Program (formerly called the Iowa Food Stamp Program) is the most critical component of the safety net against hunger because it provides basic protection for people of all ages and household status. Its purpose is to provide low-income persons of limited resources with access to food. Households receive monthly dollar allotments for food based on their size and income. Eligibility and allotments are based on household size, income, assets, work registration requirements, and other factors.⁷⁷

The importance of the Food Assistance Program is shown by findings that approximately half (49.2%) of all American children will have received food stamps at some time by the time they reach age 20.⁷⁸ In addition, 51% of adults will participate in the program at some time during their working life, between the ages of 20 and 65.⁷⁹

The federal government pays the full cost of benefits and approximately half of the administrative costs of the Food Assistance Program.⁸⁰ Iowa also receives money for nutrition education activities.⁸¹ While the first goal of the food assistance program is to provide nutrition through food and education, it is also a significant economic driver for Iowa grocers and farmers. The USDA estimates that \$5 in food assistance generates \$9.20 in local and state economic activity.⁸²

The federal government pays the full cost of benefits and approximately half of the administrative costs of the Food Assistance Program.⁸⁰ Iowa also receives money for nutrition education activities.⁸¹ While the first goal of the food assistance program is to provide nutrition through food and education, it is also a significant economic driver for Iowa grocers and farmers. The USDA estimates that \$5 in food assistance generates \$9.20 in local and state economic activity.⁸²

TABLE 2. IOWA FOOD ASSISTANCE PROGRAM DATA

	FY 2002	FY 2004	FY 2006 Preliminary
Participation/Mo. ⁸³	140,729	179,179	225,717
Mo. Benefit/person ⁸⁴	\$76.25	\$82.01	\$90.19
Federal \$ Benefit ⁸⁵	\$128,762,369	\$176,334,334	\$244,293,382
Nutrition Ed. \$ ⁸⁶	\$2,645,944	\$2,244,431	\$1,755,456

Participation in the Iowa Food Assistance Program has expanded greatly over the last few years. Much of this increase in participation is due to important efforts by the Iowa program in the Iowa Department of Human Services (DHS) which has:

- Implemented the Electronic Benefit Transfer (EBT) System;
- Simplified the application process with a shorter application, easier income documentation rules, standard utility allowance, and multi-language application;
- Extended the certification time;
- Expanded outreach efforts with billboards, 800 number, on-line information, etc.;
- Implemented EBT capabilities for participants to use EBT cards at many farmers' markets.⁸⁷

Even with this very significant increase in participation in the Iowa Food Assistance Program, Iowa is still not reaching all of the Iowans estimated eligible to participate. The most recent study in 2006 looked at participation data from 2002-2004 and compared it to numbers of estimated eligible to participate.⁸⁸ Iowa reached 61% of those estimated eligible for the program over the three years studied.⁸⁹ Because of the recent increase in participation in the Iowa Program, it is likely the percentage of estimated eligible reached has improved. The data is just not available. Good data is also not available for the elderly that are reached by the Iowa Food Assistance Program. The numbers are believed to be low, however because of:

- Stigma and pride;
- Misinformation and confusion about the rules;
- Lack of transportation to certification centers;
- Confusion about use of EBT cards;
- Perceived low amount of benefits.⁹⁰

FARMER'S MARKETS AND FOOD ASSISTANCE PROGRAM⁹¹

The Iowa Department of Human Services in partnership with the Iowa Farm Bureau (IFB), began a farmers' market pilot in the summer of 2005 in which ten participating farmers at three different markets (Des Moines, Red Oak, and Marshalltown) operated wireless, hand-held devices that accepted the Iowa EBT card as well as Visa and MasterCard debit and credit cards. Each farmer that participated in the pilot reported an increase in revenue from 10-25%

Iowa is the nation's leader in EBT at Farmer's Markets.

over the previous year, with average monthly sales of \$2,730 (22% from food assistance customers).

In 2006, the DHS and IFB announced a second expansion of the project with an additional 100 farmers. This makes Iowa the nation's leader in the number of markets (35) and farmers (167) using wireless technology to access food stamp benefits at farmers' markets. The markets in the expansion were located in Ames, Atlantic, Belmond, Burlington, Carroll, Creston, Decorah, Dubuque, Fairfield, Fort Dodge, Fort Madison, Hampton, Indianola, Iowa City, Jefferson, Leon, Lucas, Muscatine, Newton, Oelwein, Oskaloosa, Ottumwa, Pella, Spencer, Spirit Lake, Storm Lake, Waterloo, Waverly, and Winterset. Sales this summer were over \$160,000⁹² divided as:

Commercial (Visa/MC) \$143,190
EBT (food assistance) \$ 17,600

THE WIC PROGRAM

The WIC Program's goal is to improve the health of low-income pregnant women, breastfeeding and postpartum mothers, infants and children up to 5 years old.⁹³ WIC provides supplemental foods, nutrition education, and access to health services. Participants redeem vouchers for specific foods that contain nutrients frequently lacking in the diet of low-income mothers and children.⁹⁴ The WIC Farmers' Market Nutrition Program (FMNP) gives families increased access to fresh fruits and vegetables by providing coupons that can be used at authorized farmers' markets.⁹⁵ This program not only helps the participants, but also benefits the local farmers in Iowa.

Currently Iowa WIC provides benefits to over 66,000 women, infants, and children in Iowa each month.⁹⁶

Approximately 33 percent of all pregnant women, 40 percent of all infants, and 20 percent of all children in Iowa participate in the program.⁹⁷

To participate in the Iowa WIC program, participants must have one or more documented nutrition risks and family incomes less than or equal to 185% of the Federal Poverty Level.⁹⁸



The WIC Program has been successful in its goal of improving the health of mothers and their infants. A study of WIC and Medicaid costs in five states showed that women who participate in WIC during pregnancy have lower Medicaid costs for themselves and their babies in the first weeks after birth than do women who do not participate.⁹⁹ In the states studied, Medicaid savings ranged from \$1.77 to \$3.13 for each dollar spent in prenatal WIC benefits.¹⁰⁰

33% of all pregnant women and 40% of all infants in Iowa participate in WIC.

All money received for the WIC Program, administered by the Department of Public Health, is from federal sources except for state dollars used in the WIC FMNP, administered by the Iowa Department of Agriculture and Land Stewardship (IDALS), where for each dollar spent, the federal government provides 70% and state government 30%.¹⁰¹

TABLE 3. IOWA WIC DATA

	FY 2002	FY 2004	FY 2006 Preliminary
Av. Participants ¹⁰²	63,010	66,188	66,339
Monthly Benefit ¹⁰³	\$30.24	\$32.74	\$32.79
Food \$ ¹⁰⁴	\$22,862,158	\$26,000,404	\$26,101,514
Nutr Ed/Admin \$ ¹⁰⁵	\$9,926,452	\$11,273,501	\$12,531,798

Based on the above data, there is a great need in Iowa for the WIC program to help pregnant and breastfeeding women and children up to age 5 when 40% of all infants born in Iowa participate in the program.

In addition, the FMNP is a great aspect of the WIC program that can help both the recipients and local farmers in Iowa. In a survey of Iowa participants, 77% reported they ate more fresh fruits and vegetables because of the program and would continue to eat more throughout the year.¹⁰⁶ The program is also a success for farmers. In a 2002 survey, 90% of the farmers who participated in the program said they would recommend the program to other farmers in their area.¹⁰⁷ In addition, 88% of the farmers reported the program increased their farmers' market sales.¹⁰⁸

Despite WIC FMNP success, funding has decreased over 4 years declining access to fresh produce.

Despite the success of the program for WIC participants and Iowa farmers, funding has continued to decrease over the last four years, which has led to a decline in WIC FMNP participants being able to access fresh fruits and vegetables.¹⁰⁹

TABLE 4. IOWA WIC FMNP DATA

	FY 2002	FY 2004	FY 2006 Preliminary
WIC FMNP \$ (Fed) ¹¹⁰	\$595,070	\$641,320	\$542,988
WIC FMNP \$ (State) ¹¹¹	\$255,030	\$383,315	\$225,000
No. Farmers' Markets	85 ¹¹²	122 ¹¹³	126 ¹¹⁴
WIC Benefit Level ¹¹⁵	\$28	\$28	\$28
WIC FMNP Participants	49,890 ¹¹⁶	53,532 ¹¹⁷	46,328 ¹¹⁸

NATIONAL SCHOOL LUNCH PROGRAM

The National School Lunch Program provides funding and commodity foods to nonprofit food services in elementary and secondary schools, and in residential child care facilities for lunches.¹¹⁹ The program also offers after school snacks in areas that meet eligibility guidelines.¹²⁰ To receive funding, food served must meet the nutritional standards of the Dietary Guidelines for Americans, and schools must offer free and reduced-price lunches to eligible children.¹²¹

One-third of the children who receive a school lunch in Iowa receive a free or reduced-priced lunch. This lunch is providing nutritious foods to many for whom this is the best meal of their day. This is an extremely important program which helps reduce children's food insecurity.

To assist children from low income families receive free and reduced-price lunches, Iowa Department of Education is implementing "direct certification" where children are automatically certified for free and reduced-priced lunches based on their family's enrollment in the Iowa Food Assistance Program.¹²² This is an important effort of the Department.

TABLE 5. IOWA SCHOOL LUNCH DATA

	FY 2003	FY 2005	FY 2006 Preliminary
Participation/day ¹²³	380,864	385,015	389,721
Free Lunch/day ¹²⁴	88,223	97,248	100,698
Reduced Lunch/day ¹²⁵	21,189	30,443	29,859
Free & Reduced Eligible/day	144,231 ¹²⁶	154,892 ¹²⁷	-----
Food \$ (Federal) ¹²⁸	\$53,063,177	\$60,044,801	\$63,519,904
Commodity \$ (Federal) ¹²⁹	\$13,920,935	\$11,817,675	\$9,489,471
State \$	\$2,256,442	\$2,192,000	\$2,192,238
Team Nutrition \$ ¹³⁰	\$228,336	\$129,258	**

TEAM NUTRITION**

Team Nutrition is a competitive grant received by Iowa, and administered through the school food program, which provides schools with technical training and assistance to help school food service staffs prepare healthy meals, and with nutrition education to help children understand the link between diet and health.¹³¹

Iowa was one of 14 states to be awarded a Team Nutrition Training Grant in the fall of 2006.¹³² This grant is designed to help children develop better eating and physical activity habits by providing schools with nutrition education materials for children and parents as well as technical assistance materials for school food service providers and communities.¹³³

One-third of Iowa children receive free or reduced-priced lunch.

Iowa will receive \$600,000 for a Wellness Demonstration Project to assess the implementation of local wellness policies as required by the Child Nutrition and WIC Reauthorization Act of 2004. These policies must have been in place by the start of the 2006-07 school year.¹³⁴

Only 20% of Iowa children grade 9 – 12 eat 5 servings of fruits and vegetables a day.

This USDA special grant is important as many challenges are apparent with our children. Children are eating poorer diets with their health statistics reflecting it.¹³⁵ For example:

- Only 2 % of school-aged children meet the Food Guide Pyramid's serving recommendations for all five major groups.¹³⁶
- In Iowa, only 20% (down from 29%) of children in grades 9-12 are eating five servings of fruits and vegetables.¹³⁷
- Children are heavy consumers of soda. Fifty-six percent of eight year old to 83% of 14 year olds consume soda every day. (The amount of soda produced in the US today is enough for every American of every age to drink 566 – 12 ounce soft drinks per year.)¹³⁸
- Obesity has reached epidemic proportions in the United States with 18.8% children aged 6-11 and 17.4% adolescents aged 12-19 overweight.¹³⁹
- In Iowa, the WIC program found 31.8% of children under age five were overweight or at risk for overweight.¹⁴⁰
- In Iowa, 98% of senior high schools have vending machines, school stores, canteens or snack bars selling competitive foods to the school lunches.¹⁴¹
- Chip type snacks, bakery products, and grain products are offered almost 3-4 times more frequently than fruits and vegetables and are offered throughout the day.¹⁴²
- Among middle school students who reported using school vending machines, 71% reported purchasing sugar-sweetened beverages.¹⁴³
- USDA has reported on the impact of these competitive foods including 1) diet-related health risks; 2) stigmatizing participation in school meal programs; 3) decreasing viability of school meal programs and 4) conveying a mixed message about nutrition and health.¹⁴⁴

FRUIT AND VEGETABLE PROGRAM IN SCHOOLS

As noted above, the fruit and vegetable intake of children is dismal with only 20% eating the nationally recommended amount.¹⁴⁵ While at the same time, children's intake of foods with minimal nutritional value such as soda is skyrocketing.¹⁴⁶ This is all happening in the brink of a national obesity epidemic. One program to address this is the Fruit and Vegetable Program (FVP) adopted as a pilot program in the 2002 Farm Bill.¹⁴⁷

The purpose of this program is to increase fruit and vegetable consumption among children in schools throughout a standard school day by increasing access to and preferences for fruits and vegetables.¹⁴⁸ As one of the original states to receive funding for the FVP, Iowa, through the Iowa Department of Education, selected 25 schools in 2003-2004, 53 schools (including the original 25) in 2004-2005,¹⁴⁹ and 25 schools in 2005-2006.¹⁵⁰

Iowa's appropriation is approximately \$947,000 per year to serve 11,500 students (or \$90/student/year).¹⁵¹

The program has been very successful with children eating more fruits and vegetables; eating less from vending machines; eating more school lunches; having increased attention spans; having decreased visits to nurses; and having decreased discipline problems.¹⁵² The key is to expand the program to make it available for many more Iowa children.



SCHOOL BREAKFAST PROGRAM

The School Breakfast Program provides states with cash assistance for non-profit breakfast programs in school and residential child care institutions. Requirements for a program are similar to those for a school lunch program. Free and reduced-price breakfasts are also served with similar requirements for participation.

TABLE 6. IOWA SCHOOL BREAKFAST DATA

	FY 2003	FY 2005	FY 2006 Preliminary
Participation/day ¹⁵⁶	71,061	75,564	78,672
Free Breakfast/day ¹⁵⁷	36,975	40,868	42,653
Reduced Breakfast/day ¹⁵⁸	6,481	6,944	6,983
Free and Reduced Eligible/day	144,231 ¹⁵⁹	154,892 ¹⁶⁰	-----
Federal \$ ¹⁶¹	\$10,960,013	\$12,705,256	\$13,470,274
State \$ ¹⁶²	\$317,592	\$317,683	\$317,445

There are many reasons to offer breakfast at school.¹⁶³

- Children often do not eat healthy breakfasts at home.
- School breakfast can help families cope with inadequate resources.
- School breakfast can help reduce obesity.
- Missing breakfast impairs a child's learning ability.
- School breakfast improves student behavior and learning environment.
- Eating breakfast at school helps students perform better academically.
- School breakfasts improve overall student diets.

Iowa ranks only 41 out of 50 states in reaching low income children for breakfast.

Iowa has a large percentage of schools (90.4%) which offer the lunch program who also offer the breakfast program.¹⁶⁴

However, only 37.2 % of the children who receive a free or

reduced price lunch also receive a free or reduced price breakfast in 2005-2006.¹⁶⁵ This ranks Iowa a very poor 41st out of 50 states in number of low-income children reached with the school breakfast program.¹⁶⁶

If Iowa would reach only 60% of the children who receive a free or reduced price lunch, an additional 32,248 low income children would benefit from a nutritious breakfast which would bring an additional \$6,675,076 into the state.¹⁶⁷



SUMMER FOOD SERVICE PROGRAM

The Summer Food Service Program was created to ensure that children in lower-income areas could continue to receive nutritious meals during long school vacations when they do not have access to school lunch or breakfast.¹⁶⁸ Areas with more than 50% of students who qualify for reduced-priced lunch (185% poverty level) can automatically have the program and all children in the area can come to the site for free breakfast and lunch.¹⁶⁹

Sixty-three of the 99 counties in Iowa have areas where 50% or more of the children are below the 185% poverty level and thus qualify for the program.¹⁷⁰

TABLE 7. IOWA SUMMER FOOD SERVICE DATA

	FY 2002	FY 2004	FY 2006
Participation	9,195 ¹⁷¹	9,678 ¹⁷²	10,928 ¹⁷³
% Reached	7.5 ¹⁷⁴	7.8 ¹⁷⁵	8.7 ¹⁷⁶
Sites	103 ¹⁷⁷	141 ¹⁷⁸	171 ¹⁷⁹
\$ Federal ¹⁸⁰	\$643,087	\$880,726	\$983,068

The number of sites serving summer food has steadily increased. This has increased participation to 8.7% of the students who were low income and received a free or reduced-priced lunch throughout the school year.¹⁸¹ Even with this increase, Iowa continues to struggle and ranks a poor 41st in the nation for reaching students who qualify for this program.¹⁸² If Iowa could reach 40% of qualified children, we would be serving so many more children and an additional \$2,110,181 would be federally reimbursed to the state.¹⁸³

COMMODITY SUPPLEMENTAL FOOD PROGRAM (CSFP)

The Commodity Supplemental Food Program is a direct food distribution program with a target population similar to WIC (pregnant and breastfeeding women and children up to age 6 years) in addition to the elderly (> 60 years).¹⁸⁴ Iowa is one of 33 states and 2 Indian Tribal Organizations with this program.¹⁸⁵ As in WIC, food packages are tailored to the nutritional needs of participants and consist of specific health promoting foods such as dry milk; instant potatoes, rice or macaroni; cereal; peanut butter or beans; canned fruits, juice, and vegetables; cheese.¹⁸⁶ Food is either picked up at a site (45%) or delivered to the participant (55%).

TABLE 8. IOWA COMMODITY SUPPLEMENTAL FOOD PROGRAM DATA

	FY 2002	FY 2004	FY 2006 Preliminary
Participation/month ¹⁸⁷	4,494	4,136	3,781
Federal \$ ¹⁸⁸	\$292,437	\$231,552	\$222,652

This is a very valuable program that provides healthy foods to a needy population in Polk plus 5 outlying counties (Jasper, Boone, Warren, Dallas and Madison) in a cost effective manner.¹⁸⁹ The monthly food package has a retail value of approximately \$50 with a USDA cost of only approximately \$17.¹⁹⁰ Iowa's CSFP participation is approximately 90% seniors.¹⁹¹

In his 2007 budget, President Bush proposed to eliminate CSFP.¹⁹² Citizen comments against the elimination of the program resulted in Congress funding it in FY 2007. However, because of the Bush recommendation, USDA mandated a 9.2% cut in caseload in 2007 as reflected in the participation numbers in Table 8. In order to accommodate the mandate, Wapello and Clarke County caseloads were dropped to 0.¹⁹³

In his 2008 budget, President Bush has again recommended the elimination of the popular CSFP. This is an especially important program in Iowa because of the large percent of elderly who are served. These are the same elderly who would likely qualify for the Food Assistance Program (food stamps), but choose not to apply for the reasons explained earlier in this report, but who do choose to participate in CSFP. The food they receive is critical to their diet and health.

CHILD AND ADULT CARE FOOD PROGRAM (CACFP)

This program provides cash reimbursements for meals served in

child and adult day care centers, family and group day care homes for children, and emergency shelters that serve children.¹⁹⁴

TABLE 9. IOWA CACFP DATA

	FY 2002	FY 2004	FY 2006 Preliminary
Participation/day ¹⁹⁵	28,316	30,638	31,964
USDA \$ ¹⁹⁶	\$13,613,700	\$15,960,049	\$18,370,761

This is a valuable program that is serving a wide range of Iowa citizens both young and old.

NUTRITION SERVICES INCENTIVE PROGRAM (ELDERLY NUTRITION)

The Elderly Nutrition Program provides cash and commodity foods to States to provide meals for senior citizens.¹⁹⁷ The food is served in senior citizen centers where socialization in conjunction with nutrition is an important goal of the program.¹⁹⁸ If a senior cannot travel to a congregate meal site, the meal is delivered by the meals-on-wheels program.¹⁹⁹ This program is administered by the Agency on Aging, Department of Human Services.²⁰⁰

TABLE 10. IOWA ELDERLY NUTRITION PROGRAM DATA

	FY 1999	FY 2002	FY 2004	FY 2006
Congregate meals/ year ²⁰¹	2,596,184	2,327,815	2,002,376	1,844,858
Delivered meals/year ²⁰²	2,047,294	1,581,503	1,402,188	1,403,562
Number of Sites ²⁰³	NA	385	382	388
Federal \$ ²⁰⁴	\$6,145,296	\$6,222,580	\$6,379,548	\$9,223,323*
State \$ ²⁰⁵	\$2,449,947	\$465,873	\$925,866	\$918,044

* Note: Federal dollars for FY 2006 include Administration on Aging Nutrition Services Incentive Program funding, which is not new funding, but was previously not included in years 1999, 2002, 2004.²⁰⁶

Iowa has the 4th largest elderly population in the United States at 14.7% (433,139 people).²⁰⁷ Elderly nutrition programs were successful in reaching 93,196 of these Iowans in 2006.²⁰⁸ This nutritious food is important to seniors who often have problems with cost, access, preparation, and/or actual eating of foods. These problems are magnified when teamed with social isolation common in the elderly.²⁰⁹ Without this food, malnutrition can occur with resultant exacerbation of disease, disability, and infections leading to nursing home placement and costly hospital stays.²¹⁰ Elderly nutrition programs are a real cost saving considering that the cost of one entire year's supply of home-delivered meals is about the same as one day of hospital care.²¹¹



As can be noted from the data, the number of meals provided to seniors has slowly declined. This may be considered a serious matter, except for the fact that this is a national trend which may reflect an increase in options for meals for older adults.²¹² The program does continue to meet the targeted low income older adults to improve nutritional intakes.²¹³

ELDERLY WAIVER PROGRAM

The elderly waiver program is a Medicaid elderly waiver case management project to help keep frail elderly in their homes. It includes nutrition services.²¹⁴ In fiscal year 2006, the cost of the program was \$540/month versus a cost of \$3,697/month if the recipient were cared for in a nursing home.²¹⁵

TABLE 11. IOWA ELDERLY WAIVER PROGRAM DATA²¹⁶

	FY 2006	FY 2005	FY 2006
Home Delivered Meals			
Clients	5774	6708	6690
\$	\$5,644,703	\$7,189,241	\$8,731,150
Nutrition Counseling			
Clients	261	174	107
\$	\$17,080	\$6,693	\$3,975

As obvious from the program statistics, this program is very cost effective and should not only be continued, but expanded. Good food providing adequate nutrition is one of the most important factors toward maintaining the health of seniors and allowing them to stay in their homes on their own. The Department of Elder Affairs Program registration data for SFY 2005 identifies 37% of home delivered meal clients aged 60-74 at high nutrition

risk.²¹⁷ This is in many instances the same population served by Medicaid Elderly Waiver. Currently, only 1% of the Elderly Waiver clients are receiving dietary counseling.²¹⁸

Funding for nutrition counseling needs to increase to serve more elderly Iowans with a program that saves dollars and improves health.

SENIOR FARMERS MARKET NUTRITION PROGRAM (SFMNP)

This program for seniors has three goals:²¹⁹

- to encourage healthy eating habits through the consumption of fresh fruits and vegetables;
- to encourage seniors to purchase directly from the farmer;
- to support local farmers who participate in the program.

The SFMNP was offered for the first time in Iowa in the summer of 2001. To participate, seniors must be at least 60 years and have an income less than 185% poverty level.²²⁰ The federal government allocates food dollars and the state allocates administrative dollars to run the program.²²¹

TABLE 12. IOWA SFMNP DATA²²²

	FY 2002	FY 2004	FY 2006
Number served	14,109	20,997	20,864
Program benefit	\$26	\$28	\$28
Federal \$	\$307,526	\$560,000	\$538,745
State \$	\$65,020	\$50,000	\$77,000
Participating Farmers	856	810	779

The goals of this program are perfect for the state of Iowa with its senior population and farmers who are looking toward diversifying agriculture. The program has been consistently successful with large increases in participation seen in the early years.. This success was noticed by the state legislature and rewarded with a specific allocation in the state budget to administer the program for the summer of 2003 Unfortunately the number of farmers participating in the program has decreased. The reasons for this need to be determined.

Like the WIC FMNP, the SFMNP is also very popular with the farmers who participate. In 2002, farmers reported an 87% increase in farmers' market sales which lead to 89% reporting they would recommend the program to other farmers.²²³ Seniors reported that 55% continued to shop at the farmers' markets over and above the coupons issued to them.²²⁴

PRIVATE EMERGENCY FOOD ASSISTANCE

EMERGENCY FOOD AID IN IOWA

In Iowa there are over 700 agencies that serve the homeless, food pantries, soup kitchens, battered women and families in crisis programs, child day care and adult day care centers, programs helping disabled people and the working poor, and centers for low-income seniors.²²⁵ Foods provided by these agencies are what many Iowans, who are food insecure and hungry, must depend on in order to have food to eat. Most of these programs are operated by charitable organizations that may receive funding from a variety of sources, but also depend heavily upon volunteers.

The local emergency food providers, such food pantries, generally receive food to feed those in need through four food banks in Iowa and two food banks in Nebraska and Illinois, which channel food from USDA's The Emergency Food Assistance Program (TEFAP).²²⁶ In fiscal year 2005, the four food banks in Iowa received 3,484,342 pounds of USDA commodity food through the TEFAP program to distribute to agencies.²²⁷ This food is high quality, nutritious food such as frozen cherries and peaches, fresh apples, peanut butter, and canned pears, peaches, green beans, corn, bison, salmon, beef and pork.²²⁸ The food banks also receive food donated from the food industry to channel to emergency agencies, but unfortunately this source has decreased.²²⁹ Local emergency food providers may also receive donated food directly from citizens or businesses to use for families and individuals. In addition, some local agencies use their own funds to purchase foods to expand the variety. Although an increased demand has increased TEFAP, the program is not meeting the needs.²³⁰

The following data is taken from America's Second Harvest Hunger Almanac and is a snapshot of Iowa's Food Bank demographics, operations, poundage and agencies served:

TABLE 13. IOWA FOOD BANK DEMOGRAPHICS²³¹

	Food Bank of Iowa	Food Bank of Southern Iowa, Inc	HACAP Food Reservoir	Northeast Iowa Food Bank
Population in service area	1,134,535	243,706	402,764	382,898
Counties Served	42	13	7	16
Population in poverty by service area	92,832	25,859	33,952	37,232

Full-Time Staffing	9	4	5	13
Volunteers	311	NA	211	1874
Volunteer Hours	1,468	NA	2,329	22,000
Total Number of Pounds Received FY 2005	3,883,339	552,552	1,059,296	4,468,734
Pounds of Fresh Produce Received FY 2005	351,771	2,608	4,184	538,621
Pounds of TEFAP Commodity FY 2005	1,089,784	255,391	323,370	520,970

TABLE 14. AGENCIES SERVED BY IOWA FOOD BANKS²³²

	Food Bank of Iowa	Food Bank of Southern Iowa, Inc	HACAP Food Reservoir	Northeast Iowa Food Bank
Soup Kitchens	9	0	4	1
Shelters	20	0	4	3
Residential	47	3	10	20
Day Care	46	24	26	27
Multi Service	8	0	9	21
Senior	10	21	3	11
Rehabilitation	7	5	1	3
Youth Programs	31	22	9	30
Other	8	14	3	18
TOTAL NUMBER OF AGENCIES SERVED	277	149	102	178

THE IOWA DEPARTMENT OF NATURAL RESOURCES HELP US STOP HUNGER (HUSH) PROGRAM

HUSH is a cooperative effort among deer hunters, the Food Bank of Iowa, meat lockers and the Iowa DNR with the goals of:²³³

- reducing the deer population;
- providing high-quality red meat to the needy in Iowa.

Hunters buy extra antlerless-only deer permits through the HUSH program.²³⁴ The killed deer are taken to participating lockers (79 in 2006-07) where the meat is ground into two-pound packages of ground venison and distributed by local social services agencies to Iowa families in the area.²³⁵

Nearly 6,000 deer were donated by hunters to HUSH in 2005-06, generating more than 1 million meals for Iowans.²³⁶

ADDRESSING FOOD INSECURITY AND HUNGER

WHAT SHOULD BE DONE IN IOWA?

RECOMMENDATIONS

Every Iowan deserves to live in a neighborhood where health promoting food is available. This is not the case for all Iowans. Often the only choice is unhealthy food if there is any thing at all, We call on local and state administrators and policy makers to enact initiatives and policies that promote a healthy food environment for all Iowans, but especially those who are food insecure and hungry.

- 1) Implement policies which start and maintain community gardens in neighborhoods, at senior centers, at schools, etc. to provide food to those who participate.
- 2) Increase access to health promoting foods by increasing the number of farmer's markets that are certified for the Senior and WIC Farmer's Market Nutrition Programs including funding for a mobile farmer's market program for rural areas of Iowa currently without farmer's markets.
- 3) Increase access to health promoting foods for low income in rural areas by developing mobile food pantry programs.4) Support the formation of a farm to school initiative in the state of Iowa to increase local foods in Iowa schools and to support Iowa farmers who are producing diverse food crops for a health promoting diet.
- 5) Support the piloting of universal school breakfast in schools where the percentage of free and reduced school meals is greater than 40% of the student population.
- 6) Support a state policy to increase the minimum benefit of the Food Assistance Program from \$10/month to \$25/month.
- 7) Work with federal legislators to maintain and expand to all counties the Commodity Supplemental Food Program (CSFP) which serves generally low income seniors.
- 8) Improve food security in the elderly population by increasing food and nutrition services through the elderly waiver program.
- 9) Support a public conference addressing the issues of food insecurity and hunger in Iowans.
- 10) Implement standards for foods in Iowa schools so that all foods available in schools are health promoting.

- 11) Encourage counties through incentives to complete community food assessments.
- 12) Improve participation in the Summer Food Program for low income children by developing initiatives that promote innovative programs to get children to the programs that are in existence (i.e.: a shared transportation program) or to increase the number of providers for the program in the state (i.e.: serving senior and children's lunches together)



END NOTES

- ¹ INTERAGENCY WORKING GROUP ON FOOD SECURITY & FOOD SECURITY ADVISORY COMMITTEE, U.S. ACTION PLAN ON FOOD SECURITY: SOLUTIONS TO HUNGER 5 (Mar. 1999).
- ² See MARK NORD, MARGARET ANDREWS, STEVEN CARLSON, HOUSEHOLD FOOD SECURITY IN THE UNITED STATES 2005 21 (Nov. 2006) *available at* <http://www.ers.usda.gov/Publications/ERR29/ERR29.pdf>.
- ³ MYOUNG KIM, ET AL., HUNGER IN AMERICA 2001, NATIONAL REPORT PREPARED FOR AMERICA'S SECOND HARVEST iii (Oct. 2001).
- ⁴ INTERAGENCY WORKING GROUP ON FOOD SECURITY & FOOD SECURITY ADVISORY COMMITTEE, *supra* note 1, at ii..
- ⁵ See FAO, Rome Declaration on World Food Security and World Food Summit Plan of Action 1 (Nov. 13, 1996), *available at* <http://www.fao.org/docrep/003/w3613E/w3613e00.html>.
- ⁶ See USHHS, Healthy People 2010: Understanding and Improving Health 19-44 (Nov. 2000).
- ⁷ See IA. DEPT. PUBLIC HEALTH, HEALTHY IOWANS 2010, 10 (2000) *available at* http://www.idph.state.ia.us/common/pdf/healthy_iowans_2010/nutrition.pdf.
- ⁸ See FAO, *supra*, note 5, at 1.
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- ¹⁰ See *id.*
- ¹¹ See WILLIAM L. HAMILTON, JOHN T. COOK, WILLIAM W. THOMPSON, ET AL., HOUSEHOLD FOOD SECURITY IN THE UNITED STATES IN 1995: SUMMARY REPORT OF THE FOOD SECURITY MEASUREMENT PROJECT (Sept. 1997) *available at* <http://www.fns.usda.gov/oane/MENU/Published/FoodSecurity/SUMRPT.PDF>
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- ¹⁴ See BARBARA COHEN, COMMUNITY FOOD SECURITY ASSESSMENT TOOLKIT 3 (2002) *available at* <http://www.ers.usda.gov/publications/efan02013/>.
- ¹⁵ See *id.* at 68.
- ¹⁶ See MARK NORD, MARGARET ANDREWS, & STEVEN CARLSON, *supra*, note 12, at 6, References in this report still use 'hunger' terminology.
- ¹⁷ See *id.*
- ¹⁸ See *id.*
- ¹⁹ See BARBARA COHEN, *supra*, note 14, at 3-4.
- ²⁰ See *id.*
- ²¹ See MARK NORD, MARGARET ANDREWS & STEVEN CARLSON, *supra*, note 12, at 56.
- ²² See *id.* at 55.
- ²³ See *id.*
- ²⁴ See *id.*
- ²⁵ See *id.* at 17.
- ²⁶ See *id.* at 8.
- ²⁷ See generally IA. DEPT. PUBLIC HEALTH BUREAU NUTRITION & HEALTH PROMOTION, EXTENT OF FOOD INSECURITY AMONG IOWA WIC PARTICIPANTS 2003: EXECUTIVE SUMMARY (Aug. 2004) *available at* http://www.idph.state.ia.us/wic/common/pdf/2003_food_security_survey.pdf.
- ²⁸ See FNS, USDA, WIC PROGRAM: TOTAL PARTICIPATION *available at* <http://www.fns.usda.gov/pd/wifypart.htm> (updated Nov. 24, 2006).
- ²⁹ See IA. DEPT. OF PUBLIC HEALTH BUREAU OF NUTRITION & HEALTH PROMOTION, *supra*, note 27, at 1.
- ³⁰ See *id.* at 2.
- ³¹ See *id.* at 3. Overweight is defined as a Body Mass Index (BMI) of 25.0 to 29.9 and obese is defined as BMI \geq 30.
- ³² See generally THE UNITED STATES CONFERENCE OF MAYORS- SODEXHO, INC., HUNGER AND HOMELESSNESS SURVEY: A STATUS REPORT ON HUNGER AND HOMELESSNESS IN AMERICA'S CITIES 3 (Dec 2006) *available at* <http://www.mayors.org/uscm/hungersurvey/2006/report06.pdf>.
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- ³⁴ See *id.*
- ³⁵ See *id.* at 14.
- ³⁶ See *id.* at 10.
- ³⁷ See *id.* at 18.
- ³⁸ See *id.* at 15-16.
- ³⁹ See *id.* at 22.
- ⁴⁰ See *id.* at 25.
- ⁴¹ See *id.* at 32.
- ⁴² See *id.*
- ⁴³ See generally KIMBERLY GREDER, STEVEN GARASKY, & SUSAN KLEIN, RESEARCH TO ACTION: A CAMPUS-COMMUNITY PARTNERSHIP TO ADDRESS HEALTH ISSUES OF THE FOOD INSECURE. J. EXTENSION. (in review) 2007.
- ⁴⁴ See *id.*
- ⁴⁵ See KIMBERLY GREDER, STEVEN GARASKY, HELEN JENSEN, & LOIS WRIGHT MORTON, IOWA FOOD SECURITY REPORT CARD PROJECT, EXECUTIVE SUMMARY 2 (Oct. 2002).
- ⁴⁶ See *id.* at 6.
- ⁴⁷ See *id.* at 7-9.
- ⁴⁸ See Northeast Iowa Food Bank *available at* <http://www2.northeastiowafoodbank.org>.
- ⁴⁹ See *id.*
- ⁵⁰ See *id.*
- ⁵¹ Poverty Thresholds for 2005 were \$10,160 for a single person under age 65, \$9,367 for a single person over age 65 and \$19,806 for a family of four. See U.S. CENSUS BUREAU, HOUSING AND HOUSEHOLD ECONOMIC STATUS DIVISION *available at* <http://www.census.gov/hhes/www/poverty/threshld/thresh05.html> (updated Aug. 29, 2006).
- ⁵² See U.S. CENSUS BUREAU, SMALL AREA INCOME & POVERTY ESTIMATES *available at* <http://www.census.gov/hhes/www/saipel/> (updated Jan. 27, 2006).
- ⁵³ See U.S. CENSUS BUREAU, CURRENT POPULATION SURVEY, ANNUAL SOCIAL AND ECONOMIC SUPPLEMENTS *available at* <http://www.census.gov/hhes/www/poverty/histpov/hstpov19.html> (updated Sept. 6, 2006).
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- ⁵⁵ Robin Toner, Welfare in the Post Welfare Era, THE N.Y. TIMES, Mar. 3, 2002.
- ⁵⁶ See USDHHS, ADMINISTRATION FOR CHILDREN AND FAMILIES, CHANGE IN TANF CASELOADS *available at* <http://www.acf.dhhs.gov/news/stats/caseload.html>.
- ⁵⁷ See JACQUELINE KAUFF, ET. AL., IOWA FAMILIES THAT LEFT TANF: WHY DID THEY LEAVE AND HOW ARE THEY FARING? ix (Feb. 2001).
- ⁵⁸ See *id.*
- ⁵⁹ Communication with Linda Mount, IA Dept. of Human Services (Jan. 2007).
- ⁶⁰ See JACQUELINE KAUFF ET. AL., *supra*, note 57, x-xii.
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- ⁷⁴ See generally J. Edmonds, T. Baranowski, J. Barakowski, et. al., *Ecological and Socioeconomic Correlates of Fruit, Juice, and Vegetable Consumption Among African-American Boys* 32 PREV. MED. 476 (2001)..
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- ⁷⁶ Erin Feld, MPH final project for Des Moines University; GIS mapping is a computer technology that uses a geographic information system as an analytic framework for managing and integrating data, solving a problem, or understanding a past, present of future situation.
- ⁷⁷ See FNS, USDA, FOOD AND NUTRITION PROGRAM DATA, available at <http://www.fns.usda.gov/fns/menu/about/programs/progdata.htm> (updated Oct. 2006). Most households must have a “gross” monthly income at or below 130% of the poverty guidelines. After calculated specific deductions, the “net” income must be at or below 100% of the poverty guidelines. Households are permitted up to \$2000 in assets. The rules are somewhat more generous for the elderly or disabled. ROBERT KORNFELD, EXPLAINING RECENT TRENDS IN FOOD STAMP PROGRAM CASELOADS – FINAL REPORT, 1-3 (Mar. 2002). Federal Poverty Guidelines for 2006 are: Family of 1 - \$9,576; Family of 4 - \$19,356. See FNS, USDA, FOOD STAMP PROGRAM, FY 2006 INCOME ELIGIBILITY STANDARDS, available at http://www.fns.usda.gov/fsp/government/FY06_Income_Standards.htm#top (accessed Nov. 18, 2006).
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- ⁸³ See FNS, USDA, FOOD STAMP PROGRAM: AVERAGE MONTHLY PARTICIPATION available at <http://www.fns.usda.gov/pd/fsfypart.htm> (updated Nov. 24, 2006).
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- ⁹² Communication with Jan Walters, IA Dept. Human Services (Nov. 2006).
- ⁹³ See USDA, FNS, ABOUT WIC available at <http://www.fns.usda.gov/wic/aboutwic/default.htm> (updated Oct. 28, 2005)
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- ¹¹⁴ See *id.*
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- ¹¹⁸ See *id.*
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- ¹²¹ Children with family income at or below 130% of poverty guideline are eligible for free meals; children with family incomes between 130%and 185% of the poverty guidelines are eligible for reduced meals (child can not be charged more than \$1.40). See USHHS *supra*, note 77 for guidelines. See FNS, *supra*, note 119.

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- ¹⁷⁴ This is the percent of children who qualify for free and reduced price lunch which the summer program is reaching. See FOOD RESEARCH AND ACTION CENTER, *supra*, note 172.
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- ¹⁹³ Myndi Scharf, *supra*, note 188.
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- ¹⁹⁹ See *id.*
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- ²⁰¹ Communication with Carlene Russell, IA. Dept. Elder Affairs (Dec. 2006).
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- ²⁰³ See *id.*
- ²⁰⁴ See *id.*
- ²⁰⁵ See *id.*
- ²⁰⁶ Communication with Jeff Batz, IA. Dept. Elder Affairs (Dec. 2006).
- ²⁰⁷ See DHHS, AGENCY ON AGING, A PROFILE OF OLDER AMERICANS: 2005 6 (2005) *available at* <http://www.aoa.gov/PROF/Statistics/profile/2005/2005profile.pdf>.
- ²⁰⁸ Carlene Russell, *supra*, note 201.
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- ²¹⁰ See *id.* at 7.
- ²¹¹ Id. quoting USHHS, FOCUS ON YOUR HEALTH: SENIOR NUTRITION (Mar. 2002).
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- ²¹³ See *id.*
- ²¹⁴ See Ia. Dept. ELDER AFFAIRS, CASE MANAGEMENT PROGRAM FOR THE FRAIL ELDERLY, *available at* <http://www.state.ia.us/elderaffairs/living/cmpfe.html#elderlywvr> (accessed Nov.19, 2006).
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- ²²¹ See *id.*
- ²²² Communication with Mike Bevins and Margaret Long, IA Dept. Agri. & Land Stewardship (Nov. 2006).
- ²²³ Communication with Mike Bevins, IA Dept. Agri. & Land Stewardship (Sept. 2003).
- ²²⁴ See *id.*
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- ²²⁹ Communication with Karen Ford, Central Iowa Food Bank (Nov. 2006).
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- ²³¹ See AMERICA'S SECOND HARVEST, *supra*, note 227.
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